

This is an accepted manuscript of an article published in *Australian Library Journal* on 14 May 2015 available online at <http://www.tandfonline.com/10.1080/00049670.2015.1017915>

Rachel Sarjeant-Jenkins & Keith Walker (2015). Serving remote communities together: A Canadian joint use library study, *Australian Library Journal*, 64:2, 128-141,

Abstract:

Libraries play a key role in the social and economic health of communities. For remote communities, however, library resources (space, library materials, furnishings, technology, and staff expertise) can be difficult to access and costly to provide. Joint use libraries are a possible solution. Through the joint use library structure, partners share the costs of establishing and maintaining the library. Shared space, materials, expertise, and operational costs result in libraries that are more economically viable and, therefore, more likely to be sustainable. In 2013, an exploratory case study research was conducted of two joint use libraries in northern Manitoba, Canada, involving a college and two communities to assess the partnership structure, community perception of the library, the college's rationale for participation, and the benefits to the communities and the college. In addition, the research aimed to determine key factors in the partnerships' success. Using interpretive methodology, qualitative data were gathered through small group and individual semi-structured interviews. Quantitative factual data provided context for the libraries' development. The research highlighted elements critical for joint use library success and presents components of a possible joint use library model between a post-secondary institution and a community.

Keywords:

Joint use libraries; partnerships; remote communities

Implications for best practice

- The institutional mandate needs to support the role and purpose of the joint use library.
- The community plays a critical role in both the establishment and success of the joint use library.
- Strong advocates for the joint use library are essential in both the community and the institution.
- Access to an existing facility for the library is crucial for establishing a joint use library, regardless of the level of support from both the institution and the community.
- Joint use libraries are particularly viable and beneficial for small, rural and/or remote communities

Author Information:

Rachel Sarjeant-Jenkins is Assistant Dean (Client Services) at the University Library, University of Saskatchewan, Canada. Keith Walker is Director of Library Services at Medicine Hat College, Alberta, Canada.

Submitted: 13 January 2015

Accepted: 8 February 2015

Published online: 14 May 2015

Introduction

In the large, sparsely populated expanses of northern Canada and central Australia, remote communities struggle to provide the services taken for granted in more populated areas. Challenges delivering health and education immediately spring to mind, but the impact of isolation is much broader, affecting also those services – such as libraries – that support and sustain community. Public libraries play a pivotal role in the social and economic health of communities. Access to libraries improves individuals' literacy skills and educational and employment prospects (e.g. Becker et al, 2010; Celano & Neuman, 2001), and literacy is a foundational life skill if people are to evolve and adapt in their work environment (Government of Canada, n.d.). Libraries bring people together and provide safe and welcoming places, helping to build community (Urban Libraries Council, 2010). The open structure of libraries, combined with their broad range of information services and support, ideally situate libraries as economic development partners (Urban Libraries Council, 2007).

While the literature demonstrates the value of libraries to both individuals and communities, rural and remote areas often struggle to establish and maintain them. Funding for rural libraries comes from a small tax base; providing library infrastructure – facilities and technology – can be difficult (Kluever & Finley, 2012). There are challenges hiring and retaining skilled employees (Nakata et al., 2007). How can libraries be established in communities that are fiscally and geographically challenged? How can they be sustainable? A joint use library is a possible approach. Joint use libraries are already found in sparsely populated areas of Australia such as the Coomalie Region of the Northern Territories (Coomalie Community Government Council, 2012). However, “[b]y their nature, joint use libraries are often innovative in development and individual in their response to a particular situation” (Bundy & Amey, 2006, p. 507). Research on governance structures and success factors of thriving joint use libraries in remote communities, therefore, further develops knowledge and understanding of the necessary steps for a successful implementation of a joint use library. This case study of two joint use academic-public libraries in remote northern Manitoba communities highlights the factors critical to their success and presents a potential governance structure for joint use libraries in remote communities.

Literature review

Looking at English-language resources, the literature review focused on four main areas:

- Public libraries' role in community development,
- Joint use libraries,
- Literacy and libraries, and
- Service delivery in rural/remote communities.

The literature states that access to libraries improves the literacy skills and educational and employment prospects of individuals. Becker et al. argue that "libraries have been a silent partner in workforce development, educational achievement, health information delivery, and bringing government services to citizens" (Becker et al., 2010, p. 8–9). Libraries are instrumental in local governments' sustainability and economic development efforts. According to a study commissioned by the Urban Libraries Council (2007), public libraries fuel the

economy because of their roles in building technology skills, entrepreneurial activity, and vibrant, livable places. When considering sustainability from the “triple bottom line” of economic vitality, environmental quality, and social equity, libraries are key players in both the economic and equity categories (Urban Libraries Council, 2010). Libraries provide 21st century literacy skills, help people improve their technical skills to increase their employability and find jobs, and serve as a community information hub (Public Agenda, 2006; Urban Libraries Council, 2010).

National governments clearly recognize the importance of literacy skills, seeing literacy as the foundation for all learning, and support literacy initiatives (e.g. Government of Canada, n.d.; Australian Government, n.d.). Fostering literacy, particularly among populations that need special assistance in developing literacy skills, such as preschool and elementary school children, is a key role played by public libraries (Celano & Neuman, 2001). Consistent literacy education, however, is challenged by the vast distances between communities in remote areas. O’Sullivan & Goosney believe that the establishment and support of libraries with “linguistically and culturally appropriate resources and technical services” is a key action for responding to this issue, and that joint use libraries are a possible organizational structure (O’Sullivan & Goosney, 2007, p. 51).

A major challenge for remote communities is equitable access to services, including library services. There are difficulties in hiring and retaining skilled staff and developing culturally sensitive and relevant collections and programs (Rhodes, et al., 2010; Le Roux & Hendrikz, 2006; Nakata et al, 2007). “Economies of scale, higher travel costs, unproductive time, issues relating to staffing, and institutional cost related to training” lead to higher service costs for rural areas and may result in lower quality of service (Asthana & Halliday, 2004, p. 458). Coordinating service delivery between local communities, organizations, and institutions or creating multi-sector partnerships is essential (O’Donnel et al., 2011; Westbury & Sanders, 2000; Nakata et al, 2007). Trust and relationship-building in service delivery also play a critical role (Moss et al., 2011; Rhodes et al., 2010). While much of the literature looks at health service delivery in rural areas (e.g. Asthana & Halliday, 2004; Bushy, 2002; Lemchuk-Favel, 2004; Moss et al., 2011; Veitch et al., 2012), the issues facing rural and remote communities cross professions and services.

The literature argues that joint use libraries are a solution to these service delivery challenges. Joint use libraries maximize resources and delivery, improve services, and provide more than the two separate libraries can on their own (Bundy & Amey, 2006; Dornseif, 2001; Imhoff, 2001; Kifer, 2007; McNicol, 2006; Olliver & Anderson, 2001; Petersen & Breivik, 2001; Roshaven & Widman, 2001). They provide “access to more library materials and services at little or no additional expense to each of the partners involved in the agreement through the combining of resources and sharing of costs” (I.S. ‘Bud’ Call quoted in Olliver & Anderson, 2001, p. 96). Through shared space, shared technological and/or library expertise, shared collections, shared staff, and shared operational costs, joint use libraries help alleviate the strain of providing literacy and information services in remote communities. Additionally, joint use libraries are a way for academic libraries to support their institutions’ mandate to connect with the community (Olliver & Anderson, 2001; Peterson & Breivik, 2001). Joint use libraries help to build

community, with adults and children learning together, actively demonstrating lifelong learning (McNicol, 2006; Hart, 2011; Kluever & Finley, 2012).

Methodology

The research is an exploratory case study using interpretive methods – “an inductive approach that starts with data and tries to derive a theory...from the observed data” (Bhattacharjee, 2012, p. 35). Qualitative data was gathered from small group and individual semi-structured interviews (Appendix A) with key stakeholders in the communities of Norway House and Easterville and from the University College of the North (UCN) in Manitoba. Group or individual interviews were held with:

- the boards of the UCN/Norway House and UCN/Chemawawin (Easterville) public libraries (the library boards are comprised of members of the band council, representatives of the local community, and representatives from UCN);
- Chemawawin Band Council (in Easterville);
- library employees at the joint use libraries;
- the Dean, Library and Instructional Services (UCN);
- the former president of UCN; and
- UCN library employees.

In addition, printed surveys (Appendix B) were distributed at the UCN/Norway House and UCN/Chemawawin public libraries to gather feedback and perspectives from community members.

Where agreed upon by participants, interviews were recorded as back up for notes taken by the researchers. Recordings were not transcribed but were used to confirm key elements regarding the joint use library structure, benefits, and challenges. Recordings were reviewed by a research assistant, providing a third perspective to the interviews.

Context for the development of the joint use libraries was gained through a review of:

- the key documents for establishing the joint use libraries;
- the vision, mission, and strategic planning documents for UCN;
- community websites; and,
- annual reports for the two libraries.

Library statistics such as circulation data, computer use, and visits were reviewed to determine library use.

Interview notes and the surveys were analysed to ascertain themes, with a particular focus on the library’s value to individuals and the community, the libraries’ governance structures, support for the library from the UCN and the communities, and the perceived benefits of the libraries as well as challenges.

Limitations

Not all interviews were recorded which may have resulted in minor loss of data or the inaccurate transcription of concepts or ideas. This issue was mitigated by providing interview participants with the opportunity to review the interview notes.

Due to personal circumstances one researcher was unable to be present at four interviews, resulting in only one perspective on the interview content. Fortunately, this occurred early in the interview period and there was an opportunity to review the content of some of the interviews with the participants later in the process. In addition, possible loss of data or inaccurate transcription was mitigated by providing participants the opportunity to review the interview notes.

There is the potential that participants felt unable to express themselves fully in some group interviews due to their working relationship with the Dean of Library and Instructional Services for UCN. To mitigate this, the researchers provided participants with the opportunity to review the interview notes, including the option to revise their responses or add comments. In addition, comments in group interviews were not associated with an individual participant and the Dean of Library and Instructional Services did not see a copy of the final interview notes.

Not having a local person in Norway House and Easterville to assist in setting up interviews may have resulted in lost opportunities for interviews and community engagement. This was mitigated by the assistance of the library managers at the two locations and the Dean of Library and Instructional Services at UCN.

Results

Interviews with participants provided background for the joint use libraries and an understanding of the context within which they were established. The first joint use library was in Norway House, a community of approximately 6500 including non-reserve residents located a six-hour drive from the main UCN campus in The Pas, Manitoba (University College of the North, *Norway House*, n.d). Norway House had a UCN regional centre with a small collection of materials housed in the former high school and an underdeveloped public library that was lacking in resources and presence. This public library was unable to access provincial public library funding as it did not meet all of the province's requirements and the regional centre needed to better meet the needs of UCN students in Norway House. "It seemed silly to have two libraries trying to be established within twenty feet of each other" (Norway House Interview #3; The Pas Interview #5).

Obtaining approval from the UCN administration was the first step in the development of the joint use library. The mission of UCN "is to ensure northern communities and people will have opportunities, knowledge and skills to contribute to an economically, environmentally, and cultural healthy society inclusive and respectful of diverse Northern and Aboriginal values and beliefs" (University College of the North, 2009, p. 12). Partnering with the local community to provide library resources, it was argued, would help the institution fulfill its mission of ensuring northern people have knowledge and skills as "public libraries statistically improve literacy rates" (The Pas Interview #1).

The joint use library was also presented as a tool for the institution's long-range recruitment: start with the children so that they use the library, build skills, and feel comfortable with UCN

and then when they go on to post-secondary education they will hopefully choose UCN (The Pas Interview #5). “The kids coming into the library, the adults coming into the library, they look and think automatically of UCN as being their university,” says Stan Gardner, Dean of Library and Instructional Services at UCN. “So it’s a way to get the community to buy into the fact that this is their university, it’s their organization, it’s something they’re supporting and that’s supporting them” (personal communication, 13 Sept 2013).

With support from UCN leadership in place, the next significant step in establishing the joint use library was gaining approval from the community leaders. Individuals within the band’s Educational Division presented the joint use library concept to the chief and band council, who in turn confirmed the need for the development of the library and the benefits of the joint use library model (Norway House Interview #3). Following lengthy discussions and numerous revisions, a joint use library agreement was drafted and reviewed by the provincial library and legal council (The Pas Interview #5).

The agreement, between UCN and the Norway House Cree Nation as represented by the Chief and Council, outlines library governance along with fiscal, physical, and service responsibilities for the partners. The agreement is a joint venture, not a partnership, allowing each party to be responsible only for its own actions and guaranteeing that neither party may act on behalf of the other. The membership of the library board is laid out to ensure adequate representation from all stakeholder groups – with members appointed by UCN, the Cree Nation, or the public library board itself. The board is advisory only. The UCN Dean of Library and Instructional Services is solely responsible for library administration; all employees are employees of UCN, unless funding sources require them to be employees of the Cree Nation, and UCN is responsible for all staff training. UCN is also responsible for technical services including the library automation system. The Cree Nation is responsible for providing and maintaining the facility, and any additional funding for library collections over and above that provided by the province (University College of the North and Norway House Cree Nation, 2009). Along with ensuring eligibility for provincial public library funding, the joint use library with UCN has allowed the community to access grants and special projects funding that it could not otherwise receive (The Pas Interview #6).

The development of the joint use library was made easier by the pre-existing UCN presence in Norway House through the regional centre; this provided a level of comfort and trust between the stakeholders at the outset (The Pas Interview #6; Norway House Interview #3). Library development was also assisted by the availability of space – in Norway House the earlier public library space was repurposed for the new joint library (Norway House Interview #3; The Pas Interview #6). Space can be a critical issue in developing a joint use library in northern or remote communities. The Band Council of Misipawistik Cree Nation passed a resolution to seek the means to establish a relationship with UCN but it has not progressed due to lack of a facility to house the library (S. Gardner, personal communication, 14 August 2012).

After the successful establishment of the Norway House joint-use library in 2009, the Chemawawin Cree Nation and the community of Easterville, located south of The Pas, became

interested in developing a similar partnership. This was initiated by the regional centre director in Easterville, and led to the development of the second joint use library located in the local school (Easterville Interview #2). A school library already existed and the UCN education centre was also located in the school; the community felt there was no need to develop two libraries within a small centre (Easterville Interview #3). Building on the agreement used to establish the UCN/Norway House public library and adapting it to fit local needs, the UCN/Chemawawin public library was established in 2012 (Easterville Interview #2).

The relationships developed by the library stakeholders are of the utmost importance, and they have to be developed face-to-face (The Pas Interview #6). As Denise Henning, former President of UCN states, “partnership is a verb: it requires input and participation from both partners and has some resulting impact on both.” She goes on to say, “what a college does is partner: it cannot function or operate well without partnering to meet the needs of the community” (D. Henning, personal communication, 15 October 2013).

The interviews and surveys conducted in the fall of 2013 in Norway House, Easterville, and The Pas outline many positives for the development of joint use libraries in remote and rural areas. The UCN students in the two communities have access to an academic library and the community members can utilize both academic and public library materials (Norway House survey summary; Chemawawin survey summary). The joint use arrangement allows “more bang for the buck” (Easterville Interview #3): the costs are shared; there are more diverse and popular materials; delivery costs are more economical; UCN covers certain costs of providing the materials and services; there is access to electronic databases; library staff are available to provide assistance; there are training and programming sessions; and students have access to a library for research where they can also bring their families (Norway House and Chemawawin survey summaries; Easterville Interviews #2, #3; Norway House Interview #3). The libraries are seen as good for the community and the institution because they are centres of information providing materials and access to high-speed internet and computers (Norway House survey summary). In fact, as one interview participant stated: “any time a library is in a community it’s a good thing” (The Pas Interview #4). Community members feel proud of the library because they know that a lot of remote communities do not have library service (Easterville Interview #3).

The libraries are also becoming social hubs in the communities (Easterville Interview #1). Parents who aren’t normally seen in a library bring their children there (Norway House Interview #1). The library is a place to go to “see people you haven’t seen in a long time but are living in the community” (Chemawawin survey summary). The library is seen as a safe place, particularly for children, and an alternative to doing “bad things” (Norway House survey summary). Along with encouraging members of the community to read, the library and library employees play a counselling or therapy role because the people feel comfortable in the library (Norway House Interview #2).

The joint use libraries provide additional benefit to the institution as well. Remote and rural post-secondary institutions are in jeopardy due to funding formulae; along with helping to fulfill UCN’s mission, the joint-use libraries help to strengthen the university’s presence in the province (The

Pas Interview #6). The libraries also help main UCN staff feel that they are serving the wider region and the university staff in the remote communities feel connected to the main university (The Pas Interview #3).

There are challenges in the joint use library relationship, as some of those interviewed mentioned. One of the biggest is that the library agreements insist on local commitment through funding of the facility, utilities, security, maintenance, and some salary support. Clearly designated library funding from the bands is important for obtaining government grants as the provincial government requires proof that the communities are contributing and supportive (Norway House #3; The Pas Interview #5). The support of the university administration is crucial as UCN provides all administrative functions, library technical services, access to the university's databases, and shares staff costs (Easterville Interview #2). If the UCN President doesn't support the joint use library concept then it is difficult, although not impossible, to continue (The Pas Interview #5). In addition, there has had to be some training of community members on how a public library operates, including the need to return materials to the library rather than just pass them on to someone else (Easterville Interview #3; The Pas Interview #1, #5).

In Easterville, where the library is located inside the school, some adults are uncomfortable accessing the library due to negative connotations with school. In addition, its location leads some administrators and community members to think of it as solely a school library (Easterville Interview #1). This concept of exclusivity is not unique. When the joint use library was first established in Norway House there was some concern expressed by the university students about sharing the resources and space with the general public (Norway House Interview #2).

Ensuring relevance of library services and collections is essential and can be made more challenging by geographical distance and cultural differences. The tradition of the First Nations people is often oral. With no history of reading, programming is important to show the recreational and educational attributes of the library (The Pas Interview #1). The materials in the library need to match the needs and interests of the community. "Give the community what they ask for in terms of materials," stated one interview participant, "gear the collections towards the community" (Easterville Interview #1). The start-up collections provided by the provincial public library service for the two libraries demonstrated the cultural challenges of developing collections – the large number of British and American books, along with a substantial amount of westerns, was not reflective of the communities in Norway House and Easterville (The Pas Interview #3).

While the literature (e.g. Celano & Neuman, 2001) speaks to the role of libraries in enhancing literacy skills, the importance of literacy initiatives – with the library's role implied – was only mentioned by one interview participant (The Pas Interview #6). However, community survey responses talk of the library as a source of books and as a place for people, particularly children, to read (Norway House survey summary; Chemawawin survey summary). "Libraries are wonderful. Full of books of all reading levels. My kids just enjoy the juvenile section of

reading. I read to my kids and they enjoy it. Every community needs a library” (Chemawawin survey summary).

Sustaining the joint use libraries is an ongoing challenge. Changing leadership or administration with different philosophies can alter the dynamics or even the viability of the joint use library (The Pas Interview #5). Challenges such as distance between The Pas and the two joint use libraries and high staff turnover at the libraries can place additional strain on operations (The Pas Interview #2). Ongoing collaboration with the provincial public library services, board training to help new members understand their role, and committed staff at the joint use library and at The Pas are essential to ensuring the partnerships’ success (The Pas Interview #5).

Despite the challenges, annual reports for the two libraries demonstrate steadily increasing use. Norway House now sometimes experiences lineups for the computers (Norway House Interview #3); in Easterville, library use started with the children who are now bringing their parents and grandparents (S. Gardner, personal communication, 14 August 2012). Statistics from both libraries clearly show the popularity of the library as a physical space and the importance of access to computers and high-speed internet. In 2013 the UCN/Norway House public library reported an annual total of 12,612 visitors (monthly average: 1051), 7042 computer bookings, and an annual circulation of 1065 (Gardner, 2013). This was an increase of 21% in visitors over 2012 and a 20% increase in computer use but a decrease of 15% in annual circulation (Duncan & Gardner, 2012). With a population base of approximately 6500 (University College of the North, *Norway House*, n.d), this is equal to nearly two visits per year per person. Similarly, the UCN/Chemawawin Public Library 2013 statistics show annual visitors at 4364 (monthly average of 364) and an annual circulation of 738 (Gardner, 2013). With a population base of 1600 (University College of the North, *Easterville (Chemawawin)*, n.d.), this is equal to every person borrowing 0.5 items per year and visiting the library 2.7 times.

Conclusion

The case study research of the two joint use libraries in northern Manitoba highlights five factors critical to the libraries’ success. Consideration of these factors could be useful when developing joint use libraries in remote communities in Canada, Australia, and other countries where sparse population and large distances significantly increase the challenges to delivering library services.

Institutional mandate

The institutional mandate, its mission and vision, needs to support the role and purpose of the joint use library. It could include elements such as the institution’s role in community-building and community economic development, or its belief in, and support of, lifelong learning and literacy. Having a vibrant, active, and effective library in the community can be seen as long-term recruitment tool. The UCN’s vision speaks to “preparing lifelong learners” (University College of the North, 2009, p. 13) and its mission is to ensure that northern residents have the “knowledge and skills to contribute to an economically... and culturally healthy society” (University College of the North, 2009, p. 12). Being able to connect directly to the institutional mandate was significant in gaining institutional support for the two joint use libraries.

Community need

The community plays a critical role in both the establishment and success of the joint use library. The community stakeholders in the case study wanted to see increased educational and literacy levels within their communities. In addition, they saw value in a public library which meets cultural and leisure needs and acts as a community gathering place. The Norway House and Chemawawin public libraries are supported financially and through physical infrastructure by the band councils. Council recognition of the value of a library to local post-secondary students and the broader community, and the council's ongoing support for the library in the community, is critical.

Existing institutional presence

A very important element in the development and success of the two case study libraries is the existing presence of the UCN in the communities through regional centres. Additional operational requirements from UCN to support the joint use libraries were lessened due to the technology infrastructure, administrative, and delivery systems already in place. In addition, the communities had an established relationship with UCN, perhaps leading to greater trust and openness to ideas from the university college.

Champions

Strong advocate(s) for the joint use library are essential in both the community and the institution. The UCN/Norway House and UCN/Chemawawin Public Libraries came into existence due to the innovative approach of the Dean of Library and Instructional Services for UCN, and the passionate championing of the library concept in each of the communities. In Easterville, the library initiative was propelled by the UCN Regional Centre Coordinator and the Resource Coordinator from the Chemawawin Cree Nation School; in Norway House it was the Director of the Norway House Cree Nation Band Council Educational Division and the Norway House Cree Nation Band Council member responsible for education.

Space

Access to a physical space for the library is the operational factor upon which the library's existence will hinge, regardless of the level of support for the joint use library from both the institution and the community. The importance of having an available facility was highlighted in the case study's two libraries and was the explanation for the lack of progress in establishing a third joint use library with the Misipawistak Cree Nation.

A review of the libraries' governance documents, supported by interviews with key participants in the establishment and maintenance of the joint use libraries, presents the elements of a possible joint use library model between a post-secondary institution and a community.

Library Board

The library board, at least initially, should be comprised of appointed members representing the joint use library stakeholders. The administrative head of the library

must be able to attend board meetings, in either a voting or non-voting capacity, in order to provide necessary information on library philosophy and operations.

The governance structure must ensure that the library can access all possible funding from local, provincial/state, and federal governments. Government funding requirements may determine whether the library board is a governing board or an advisory board. Draft agreements should be reviewed by provincial/state library employees to ensure that they reflect government requirements.

Finances

All signatories to the agreement should have an ongoing fiscal stake in the joint use library. This may include costs for personnel or for purchasing collections. Financial responsibility may be reflected indirectly through the provision of technical services, training, or facilities.

Technical services

One of the challenges for remote communities is access to and retention of skilled employees (Nakata et al., 2007). The joint use library agreement should maximize the expertise of library and technology employees at the post-secondary institution by placing the responsibility for cataloguing and acquisition of both physical and electronic resources as well as the management of the library automation system on the post-secondary institution.

Facility

As the joint use library is to be located within a specific community, the responsibility for the provision and maintenance of the facility should be borne by the community.

Personnel

Although there are two parties to the agreement, it is important that the library employees do not report to multiple bodies.

Library operations

It is imperative that there is clear responsibility for library operations outlined in the agreement. Realms of leadership must be clearly established (Hart, 2011) ensuring that there is one line of communication and accountability.

The case study research, both the interviews and the community surveys, indicate the value of the libraries to the communities of Norway House and Easterville as well as the benefit to UCN – in the immediate term to their current students and potentially in the long term for student recruitment. Both communities did not have a viable public library prior to their collaboration with UCN; it is through the joint use library agreements that they now have libraries with a chance of continued success. This case study research supports the findings of Kluever & Finley (2012), McNicol (2006) and others who conclude that joint use libraries are particularly viable and beneficial for small, rural and/or remote communities.

Further research

The case study of the northern Manitoba joint use libraries provides an example of a joint use library between two primary stakeholders, the UCN and the local community. Questions remain about joint use libraries involving multiple stakeholders or a different combination of stakeholders. What would a multi-partner joint use library structure look like? What might the challenges be? Would there be a substantive difference between a joint use library involving two partners and one involving three? Would there be differences in the partnership or the resulting library if the stakeholders are a community and a school, or a school and a college or university? Further research is necessary to:

- a) Develop a framework for joint use libraries in rural and/or remote communities that can adapt to unique cultural and organizational contexts and to different locations; and,
- b) Compare the structure and relative success of public-academic libraries, public-school, and public-other service provider libraries.

REFERENCES

- Asthana, S. & Halliday, J. (2004). What can rural agencies do to address the additional costs of rural services? A typology of rural service innovation. *Health and Social Care in the Community* 12(6), 457-465.
- Australian Government. (n.d.). *Literacy and numeracy*. Topics section, Australian Government website. Retrieved from <http://www.australia.gov.au/topics/education-and-training/literacy-and-numeracy>
- Bhattacharjee, A. (2012). *Social science research: Principles, methods, and practices*. USF Tampa Bay Open Access Textbooks Collection. Book 3. Retrieved from http://scholarcommons.usf.edu/oa_textbooks/3
- Bundy, A.L. & Amey, L.J. (2006). Libraries like no others: Evaluating the performance and progress of joint use libraries. *Library Trends* 54(4), 501-518.
- Bushy, A. (2002). International perspectives on rural nursing: Australia, Canada, and USA. *Australian Journal of Rural Health* 10(2), 104-111.
- Celano, D., & Neuman, S. B. (2001). *The role of public libraries in children's literacy development: An evaluation report*. Harrisburg, PA: Pennsylvania Library Association. Retrieved from <http://www.ifpl.org/Junior/studies/Role%20of%20Libraries.pdf>
- Coomalie Community Government Council. (2012). *Library News*. Coomalie Community Government Council website. Retrieved from <http://www.coomalie.nt.gov.au/index.php/news/library-newsletter>
- Dornseif, K. A. (2001). Joint-use libraries: Balancing autonomy and cooperation. In W. Miller & R. Pellen (Eds.), *Joint-use libraries* (pp. 103–115). New York, NY: Haworth Information Press.
- Duncan, S., & Gardner, S. (2012). *University College of the North/Norway House Public Library annual report 2012: April 2011 thru March 2012*. The Pas, MB: University College of the North, Library and Instructional Services.
- Gardner, S. (2013). *University College of the North libraries annual report April 2012 thru March 2013*. The Pas, MB: University College of the North, Library and Instructional Services.
- Government of Canada. (n.d.). *Literacy and essential skills*. Employment and Social Development Canada website. Retrieved from <http://www.hrsdc.gc.ca/eng/jobs/les/index.shtml>
- Hart, G. (2011). The 'tricky business' of dual-use school community libraries: A case study in rural South Africa. *Libri* 61(3), 211-225.

- Imhoff, K. R. T. (2001). Public library joint-use partnerships: Challenges and opportunities. In W. Miller & R. Pellen (Eds.), *Joint-use libraries* (pp. 17–39), New York, NY: Haworth Information Press.
- Kifer, R. E. (2007). The Dr. Martin Luther King Jr Library: Public policy in action in Silicon Valley USA. In A. Bundy (Ed.), *Joint use libraries: An international conference proceedings* (pp. 104–109). Manchester, UK, 19-21 June 2007. Adelaide, Australia: Auslib Press.
- Kluever, J. & Finley, W. (2012). Making connections: Challenges and benefits of joint use libraries as seen in one community. *School Libraries Worldwide* 18(1), 48-55.
- Le Roux, S. & Hendrikz, F. (2006). Joint use libraries: Implementing a pilot community/school library project in a remote rural area of South Africa. *Library Trends* 54(4), 620-639.
- Lemchuk-Favel, L. (2004). Aboriginal health systems in Canada: Nine case studies. *Journal of Aboriginal Health* 1(1), 28-51.
- McNicol, S. (2006). What makes a joint use library a community library? *Library Trends* 54(4), 519-534.
- Moss, A., Racher, F., Jeffrey, B., Hamilton, C., Burles, M., & Annis, R.C. (2012). Transcending boundaries: Collaborating to improve access to health services in northern Manitoba and Saskatchewan. In J. Kulig & A. Williams (Eds.), *Health in rural Canada* (pp. 159–177). Vancouver, BC: UBC Press.
- Nakata, N. M., Nakata, V. S., Anderson, J., Hunter, J., Hart, V., Smallacombe, S., McGill, J., Lloyd, B., Richmond, C., & Maynard, G. (2007). Libraries and knowledge centres: Implementing public library services in remote indigenous communities in the Northern Territory of Australia. *Australian Academic & Research Libraries* 38(3), 216-231.
- O'Donnell, S., Kakekaspan, M., Beaton, B., Walmark, B., & Gibson, K. (2011, September). How the Washaho Cree Nation at Fort Severn is using a “First mile approach” to deliver community services. Paper presented at the Telecommunications Policy Research Conference, Arlington, VA. Retrieved from http://papers.ssrn.com/sol3/papers.cfm?abstract_id=1985750
- O'Sullivan, J., & Goosney, J. (2007). *Get ready, get set, get going: Learning to read in northern Canada*. Thunder Bay, ON: Centre for Excellence for Children and Adolescents with Special Needs, Lakehead University. Retrieved from <http://www.maei-ppw.ca/pdf/10.1.1.119.5615.pdf>

- Olliver, J., & Anderson, S. (2001). Seminole Community Library: Joint-use library services for the community and the college. In W. Miller & R. Pellen (Eds.), *Joint-use libraries* (pp. 89–102), New York, NY: Haworth Information Press.
- Peterson, C., & Breivik, P. S. (2001). Reaching for a vision: The creation of a new library collaborative. In W. Miller & R. Pellen (Eds.), *Joint-use libraries* (pp. 117–129), New York, NY: Haworth Information Press.
- Public Agenda. (2006). *Long overdue: A fresh look at public and leadership attitudes about libraries in the 21st century*. New York, NY: Public Agenda. Retrieved from http://www.publicagenda.org/files/Long_Overdue.pdf
- Roshaven, P., & Widman, R. (2001). A joint university, college and public library. In W. Miller & R. Pellen (Eds.), *Joint-use libraries* (pp. 65–87), New York, NY: Haworth Information Press.
- Rhodes, D.B., Prescott, D., & Giles, W. (2010). Travelling remote: Training indigenous teachers in remote communities in Australia's Northern Territory. *The International Journal of Diversity in Organisations, Communities and Nations* 10(1), 321-330.
- University College of the North (n.d). *Easterville (Chemawawin)*. University College of the North website. Retrieved from [https://www.ucn.ca/sites/commsservices/regionalcentres/Pages/Easterville%20\(Chemawawin\).aspx](https://www.ucn.ca/sites/commsservices/regionalcentres/Pages/Easterville%20(Chemawawin).aspx)
- University College of the North (n.d.). *Norway House*. University College of the North website. Retrieved from <https://www.ucn.ca/sites/commsservices/regionalcentres/Pages/Norway%20House.aspx>
- University College of the North (2009). *Nikani Meskanaw: The path that leads us. 2010-2015 Strategic plan*. The Pas, Manitoba: University College of the North. Retrieved from <https://www.ucn.ca/aboutucn/Documents/Strategic%20Plans/2010-2015/5%20Year%20Strategic%20Plan.pdf>
- University College of the North and Norway House Cree Nation (2009). *Agreement to establish a joint university/public library facility between University College of the North (UCN) and Norway House Cree Nation (NH) as represented by Chief and Council*.
- Urban Libraries Council. (2007). *Making cities stronger: Public library contributions to local economic development*. Evanston, IL: Urban Libraries Council. Retrieved from http://www.urbanlibraries.org/filebin/pdfs/MakingCitiesStronger_Full_Report.pdf

- Urban Libraries Council. (2010). *Partners for the future: Public libraries and local governments creating sustainable communities*. Evanston, IL: Urban Libraries Council. Retrieved from http://www.urbanlibraries.org/filebin/pdfs/Sustainability_Report_2010.pdf
- Veitch, C., Dew, A., Bulkeley, K., Lincoln, M., Bundy, A., Gallego, G., & Griffiths, S. (2012). Issues affecting therapist workforce and service delivery in the disability sector in rural and remote New South Wales. *Rural and Remote Health* 12(1903), 1-13. Retrieved from <http://www.rrh.org.au>
- Westbury, N., & Sanders, W. (2000). *Governance and service delivery for remote Aboriginal communities in the Northern Territory: Challenges and opportunities* (CAEPR Working Paper No. 6). Canberra: Centre for Aboriginal Economic Policy Research, The Australian National University. Retrieved from <http://caepr.anu.edu.au/Publications/WP/2000WP6.php>

APPENDIX A – Semi-structured interviews

These initial questions will be used in the interviews in order to stimulate conversation and discussion. It is anticipated that follow-up questions will vary depending on the information provided by the participant(s).

Library board members

The University College of the North and [your community] established your library in [2009; 2011]

1. What triggered the establishment of the library in [your community]?
(Examples: UCN's interest in partnership; Government funding; Growing need for further/continuing education; Early literacy needs; Changing demographics)
 - Who were the key players?
2. What was critical to have in place in order for the library to be established?
(Examples: Physical infrastructure (building, internet); Community support/understanding; Finances)
3. What were the challenges in establishing the library?
4. What have been the challenges in sustaining the partnership?
5. What are the top three things you like or think are good about your library? (How has this partnership/the library benefited you/your community?)
6. What are three ways the library could be improved? (If you could change the partnership/library in anyway, what would you change?)
7. Do you think your library as successful? Why or why not?
8. From your experience, what is needed for successful partnerships?
9. If you were speaking to people from other communities, how would you describe your library and its structure?

UCN Dean, Library and Instructional Services

The University College of the North worked with local communities to establish two joint use libraries in 2009 and 2011.

1. What triggered the establishment of the first library in Norway House?
(Examples: UCN's interest in partnership; Government funding; Growing need for further/continuing education; Early literacy needs; Changing demographics)
 - Who were the key players?
2. What was critical to have in place in order for the library to be established?
(Examples: Physical infrastructure (building, internet); Community support/understanding; Finances)

3. What were the challenges in establishing the library?
4. How has this partnerships benefited UCN?
5. What have been the challenges in sustaining the partnerships?
6. Do you see the joint use libraries as successful?
 - If yes, what key factors have led to its success?
(Examples: community support; council support; UCN support)
 - If no, what do you feel has contributed to its lack of success?
(Examples: lack of community support/interest; lack of infrastructure)
7. If you could change the partnership in any way, what would you change?
8. From your experience, what are some fundamental requirements for successful partnerships?

UCN president

1. Why did you support the establishment of joint use libraries in Easterville and Norway House?
2. What do you see as the value of establishing and maintaining partnerships for your library?
3. What do you see as the challenges of establishing and maintaining partnerships?
4. Would you support the development of further joint use libraries? Why or why not?
5. Would you recommend this type of partnership to others?
6. From your experience, what are some fundamental requirements for successful partnerships?

UCN staff (technical services, IT, public service)

1. The joint use libraries in Easterville and Norway House have now been in existence for a few years.
 - Has the addition of these libraries impacted the work that you do/your workload?
 - How has your work changed?
2. What are the benefits of the joint use libraries for you/your clients?
3. What are the challenges of the libraries for you/your clients?
4. If you could change the partnership in any way, what would you change?

APPENDIX B – Community surveys

In 2009 the Norway House Public Library was established through a partnership between the Norway House Cree Nation and the University College of the North.	In 2011 the Chemawawin Public Library was established through a partnership between the Chemawawin Cree Nation and the University College of the North.
---	---

We want to learn how (or whether) the library has had an impact on you or your community. This will help us understand the role of public libraries in remote communities and determine if the partnership model in place at your public library will work for other communities.

Hearing from you is a vital part of your public library's story.

We appreciate you taking the time to complete this questionnaire. It should take no more than 5 minutes. Your responses are voluntary and will be confidential. Responses will not be identified by individual. All responses will be compiled together and analyzed as a group. By completing and submitting this questionnaire, **your free and informed consent is implied**. Due to the anonymous nature of the study, once submitted your responses cannot be withdrawn.

If you have any questions or concerns, please contact: _____. If you have any questions about your rights as a participant please contact the _____ Research Ethics Office toll free 1-888-966-2975 or at _____.

Thank you.

1. If you were speaking to people from other communities, what would you say about the library?
2. Has the library made a difference to you or your family?
 - If yes, what difference has it made? Is this good? Bad?
 - If no, why?
3. How do you/your family use the library?
4. Has the library changed your community?
 - If yes, how has it changed?
 - If no, why do you think it hasn't changed anything in your community?
5. Do you see the library as a source of/ what is the most important role of the library:
 - Education?
 - Programming?
 - Internet?

- Recreation/fun?
- Other?

6. What do you think is good about the library? What do you think is waste of time, money or space?

7. How important is the library to you?

1	2	3	4	5
Not important				very important

8. How important is the library to your community?

1	2	3	4	5
Not important				very important